



PLATFORM  
ON DISASTER  
DISPLACEMENT  
FOLLOW-UP TO THE NANSSEN INITIATIVE

NANSSEN INITIATIVE PROTECTION AGENDA  
Towards better protection for  
people displaced in the context  
of disasters and climate change



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# POLICY BRIEF

## Disaster Displacement and Disaster Risk Reduction

To inform the Global Platform for Disaster Risk Reduction (GP25) in Geneva, Switzerland





## THE GLOBAL PLATFORM FOR DISASTER RISK REDUCTION (GP25)

The eighth session of the Global Platform for Disaster Risk Reduction (GP25) provides a key opportunity for different stakeholders from around the world to gather globally two years after the [Midterm Review of the Sendai Framework](#), to assess the impact of the “course correction” and implementation of the recommendations made in the [Political Declaration of the Midterm Review](#).

Under the theme **“Every day counts, act for resilience today”**, GP25 aims to address relevant global issues related to disaster risk reduction, such as challenges with addressing sustainable development, climate change, food insecurity and water scarcity. It will initiate discussions on the “what and how” beyond 2030, shaping how disaster risk reduction and its human dimension are addressed in the post-Sendai Framework era.

An important topic demanding urgent attention at GP25 and beyond, in the process towards the development and negotiation of the successor to the Sendai Framework, is the fact that millions of people are affected each year and suffer from the impacts associated with disasters and displacement. This is a crucial concern for DRR stakeholders. **Averting, minimizing and addressing disaster displacement requires enhanced collaboration and coherence across development, humanitarian, climate change, human mobility and DRR frameworks and actors.**

In a context where aid budgets are cut and multilateral frameworks are questioned, GP25 is an important opportunity for champions on DRR and disaster displacement to reaffirm commitments and catalyze concrete action on disaster displacement, both for accelerating the implementation of the Sendai Framework up to 2030 and shaping the future DRR agenda.

## DISASTER DISPLACEMENT

Every year, millions of people around the world are displaced in the context of disasters and climate change. The [Internal Displacement Monitoring Centre](#) (IDMC) estimates that disasters triggered 45.8 million new internal displacements spanning across 163 countries and territories during 2024. This figure includes people who have been forced to leave their homes in the context of hydrological, meteorological and geophysical events such as earthquakes, wildfires, floods and storms as well as slow-onset hazards such as drought. The scale and complexity of this challenge are growing.

Disaster displacement is multi-causal and is exacerbated by the adverse effects of climate change which increase the intensity and frequency of meteorological hazards and loss and damage.

The IPCC’s [‘AR6 Synthesis Report: Climate Change 2023’](#) highlights that ‘Climate and weather extremes are increasingly driving displacement in Africa, Asia, North America (high confidence), and Central and South America (medium confidence), with small island states in the Caribbean and South Pacific being disproportionately affected relative to their small population size (high confidence)’.

The drivers of disaster displacement also include social, political, and environmental factors including rapid urbanization, poverty, weak governance and population growth, among others.

Displacement in the context of disasters is a key concern for DRR stakeholders. It is often national disaster management authorities/offices and civil protection agencies and their local structures that are in charge of response and solutions to disaster displacements. They also conduct pre-emptive as well as lifesaving **evacuations** and are often involved with the **planned relocation** of entire communities out of at-risk areas.

Disaster displacement raises multiple protection concerns, undermines development gains, affects human rights and human security, across the globe. While all countries are affected, regardless of their level of development, disproportionate impacts are often borne more strongly by least developed countries (LDCs) and small island developing states (SIDS), often impacting marginalized and vulnerable groups including women, children, persons with disabilities, and indigenous peoples most severely.



“*Empowering vulnerable people on the frontlines of the climate crisis with the technical assistance, knowledge, and finance they need is essential for an effective, long-lasting response to climate-induced loss and damage.*”

Carolina Fuentes Castellanos, Director, Santiago Network Secretariat, April 2025, UN Climate website article.

# THE SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015-2030

The [Sendai Framework](#) outlines seven targets for action to prevent and reduce disaster risk. It recognizes disaster displacement as an important concern for people-centered DRR and provides many opportunities for DRR policy and practice to reduce risk and address displacement in the context of disasters and climate change. In particular:

**Target B** of the Sendai Framework aims to “substantially reduce the number of affected people globally by 2030”, which includes those who have been injured, suffered damage to their livelihoods or “who were evacuated, displaced, and relocated.”

**Target E** of the Sendai Framework aimed to “substantially increase the number of countries with national and local disaster risk reduction strategies by 2020”. It is critical that countries include provisions to address displacement and human mobility challenges in disaster and climate change contexts in their DRR strategies.

**Target G** aims to “substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments by 2030.” Achieving Target G will enable better preparedness and the effective use of measures such as pre-emptive evacuations to save lives.

The Midterm Review of the Sendai Framework 2015-2030 conducted in 2023 by UNDRR highlighted that disaster displacement was largely absent from global monitoring efforts on DRR. While monitoring is lacking, over the past years, displacement has become more solidly anchored within the remit of DRR authorities and stakeholders.

The [Regional Platforms for Disaster Risk Reduction \(DRR\)](#) held between 2023 and 2025 included disaster displacement prominently in their final outcome documents:

The [Ministerial Declaration](#) of the Fifth High-Level Meeting of Ministers and Authorities on the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in the Americas and the Caribbean specified, in paragraph 68, to:

“ *Promote the implementation of holistic local, national and regional disaster risk reduction policies and strategies that address human displacement, promoting the analysis, understanding and prevention of extreme climate and disaster-induced human mobility.*”





At the Asia Pacific Ministerial Conference on Disaster Risk Reduction 2024 (APMCDRR), held in Manila, the Philippines, the [Co-Chairs' Statement](#) stipulated, in paragraph 21:

“More efforts are required on preventative measures and durable solutions for disaster displacement. Displacement continues to be on the rise disrupting lives and livelihoods. It is necessary to reinforce the focus on finding durable solutions and investments to address disaster related displacement and planned relocation, including preventive measures built on a sound understanding of systemic risk with the full engagement of communities and concerned persons.”

## NATIONAL AND REGIONAL DRR STRATEGIES AND PRACTICE

**DRR strategies and practice** play an important role in preventing and reducing risks associated with disaster displacement, strengthening resilience, and addressing the protection needs of people already displaced or at risk of being displaced. DRR strategies should emphasize human rights-based approaches to disaster displacement, fostering collaboration and coherence across related policy areas to maximize the effective use of knowledge and resources. Inclusion and participation of affected and at-risk individuals and communities is essential at all times, before, during and after displacement, with due attention to age, gender and other cross-cutting considerations.

The [report](#) *Mapping Human Mobility in National and Regional Disaster Risk Reduction Strategies and Related Instruments* (UNHCR, UNDRR, PDD 2024) examines the integration of disaster displacement and human mobility into national and regional DRR strategies. Compared to an earlier [Baseline](#) from 2018, it finds that:

- The total number of national DRR strategies and related instruments which include human mobility terminology has increased significantly since 2018. As of March 2023, 126 countries reported having national disaster risk reduction strategies, compared to 55 in 2015 (two-thirds of the countries in the world and an increase of 130 per cent since the adoption of Sendai Framework).
- 78 per cent of the 112 national DRR strategies and related instruments examined included some reference to human mobility.
- “Displacement” and “evacuation” were the most commonly used terms, while more progress is needed on the inclusion of migrants/migration in national DRR strategies.
- Most national DRR strategies and related instruments reference human mobility terms but with little detail, often without consistent definitions or further elaboration of measures.

Governments seeking guidance on how to implement the Sendai Framework with regards to disaster displacement and how to include relevant provisions on human mobility in the context of disasters and climate change in their national and subnational DRR strategies, policies and plans, can use the following tools, available in different languages from the [UNDRR website](#):

- 1 Words into Action Guidelines on “[Disaster displacement: How to reduce risk, address impacts and strengthen resilience](#).”
- 2 Words into Action on [Disaster Displacement Checklist](#)
- 3 Words into Action - [Disaster Displacement eLearning course](#)



“Disaster displacement can upend lives, cost countries billions of dollars and set back development efforts by years, but it doesn’t have to be this way,”

Alexandra Bilak, Director, Internal Displacement Monitoring Centre (IDMC), October 2024, IDMC website article.

In 2015, the Nansen Initiative *Agenda for the protection of cross-border displaced persons in the context of disasters and climate change* compiled several recommendations on how to strengthen the management of disaster displacement risk. 2025 marks 10 years since the endorsement of the Nansen Initiative Protection Agenda.

Building on this work and through close partnerships, the Platform on Disaster Displacement (PDD), the UN Office for Disaster Risk Reduction (UNDRR), the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), the Norwegian Refugee Council (NRC) and its Internal Displacement Monitoring Centre (IDMC) and others, have:

- a) Taken stock of available disaster displacement data gaps, challenges and opportunities ([IDMC, 2025](#)).
- b) Developed a [Disaster Displacement Addendum](#) to the Disaster Resilience Scorecard for Cities for helping users to self-assess the integration of measures addressing disaster displacement within wider DRR policies, management, and planning process at the local government level (NRC, UNDRR, IOM, IDMC and PDD, 2024).
- c) Developed a set of “[Disaster Displacement Indicators for DRR](#)” to enhance state-led data management, improve understanding of disaster displacement impacts, and integrate displacement data into policies, programs, and early warning systems, promoting better resource allocation for countries and communities at risk (IOM and IDMC, 2024).
- d) Published an [information brief](#) compiling information regarding frameworks, processes and guidance relevant to planned relocation that exist at the global, regional and national level (PDD, 2024).



## ADDRESSING DISASTER DISPLACEMENT ACROSS RELEVANT POLICY FRAMEWORKS

Effective approaches to addressing disaster displacement through the Sendai Framework will require coherence with and partnerships across related policy areas:

### The UNFCCC and the Paris Agreement

Communities and societies are already suffering losses and damages, including displacement, linked to the adverse effect of climate change. The need to avert, minimize and address displacement related to the adverse impacts of climate change is recognized by the Conference of the Parties (COP) to the United Nations [Framework Convention on Climate Change](#) (UNFCCC). It is addressed in particular through the work of the [Task Force on Displacement](#) under the Warsaw International Mechanism for Loss and Damage and in the scope of work for the [Fund for Responding to Loss and Damage](#) (FRLD).

Efforts are underway to integrate disaster risk reduction and climate change action to avert, minimize and address displacement, in the area of loss and damage.

[The Santiago Network](#) can support work on disaster displacement under the Sendai Framework through catalyzing technical assistance which includes supporting the development of national legal, policy and operational frameworks to avert, minimize and address loss and damage.

### The Global Compact for Migration

The [Global Compact for Safe, Orderly and Regular Migration](#) (GCM) acknowledges the importance of DRR in minimizing the drivers and structural factors that compel people to leave their country of origin in the context of disasters, the adverse effects of climate change, and environmental degradation.

Objective 2 of the GCM recommends to, inter alia, “integrate displacement considerations into disaster preparedness strategies and promote cooperation with neighboring and other relevant countries to prepare for early warning, contingency planning, stockpiling, coordination mechanisms, evacuation planning, reception and assistance arrangements, and public information.”

Under the auspices of the UN Network on Migration, the Platform on Disaster Displacement (PDD) and the International Organization for Migration (IOM) have developed indicators and an analytical framework support the tracking of progress of the implementation of Member States’ commitments under the GCM objectives 2 and 5 on human mobility in the context of disasters, climate change and environmental degradation.

The [CLIMB database](#) represents a repository of relevant national and regional policies and practices across the policy areas of DRR, climate change and human mobility.





### ... and other relevant policy areas

Disaster displacement is recognized as a key human rights, humanitarian and development challenge by the [Human Rights Council](#), [Human Rights Treaty Bodies](#), the [2030 Agenda for Sustainable Development](#), the [Agenda for Humanity](#), the [New Urban Agenda](#) and the [Global Compact on Refugees](#). The [UN Secretary General's Action Agenda on Internal Displacement](#) reaffirmed the need to work across development, peace, climate change adaptation and DRR communities to address internal displacement and the United Nations System-wide Approach to Internal Displacement commits the United Nations to increase support to populations at risk of being displaced through strengthened DRR governance and resilience building (as recommended under the Sendai Framework).

To reduce and minimize risks related to disaster displacement and to achieve better outcomes for disaster displaced persons worldwide, **it is important for these global agendas and frameworks to guide regional and national policies in a coherent manner and give support to action at the local level.**

Governments should **include disaster displacement in their national DRR policies, strategies, plans, targets and indicators** to measure their progress in the implementation of the Sendai Framework and ensure these are aligned with sustainable development and climate change planning processes and reporting. Governments need to **allocate funding** for the inclusion of disaster displacement in their DRR and climate change action.

For more targeted messages and commitments for GP25 kindly refer to the Key Messages on Disaster Displacement for GP25.

For more information on policy development and technical assistance please reach out to the PDD Secretariat at: [info@disasterdisplacement.org](mailto:info@disasterdisplacement.org).

## DOCUMENTS TO CONSULT



### PDD Key Messages for GP25

IDMC, 2025. [2025 Global Report on Internal Displacement](#) (GRID)

IDMC, 2025. [Count Down to 2030: Achieving Global Targets on Disaster Displacement](#)

IOM, 2024. [IOM Comprehensive Approach to Preparedness, Disaster Risk Reduction and Climate Change Adaptation](#)

Nansen Initiative, 2015. [Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change](#)

PDD, 2024. [The Platform on Disaster Displacement and Planned Relocation](#)

PDD, NRC, UNDRR, IOM, IDMC, 2024. [Disaster Displacement Addendum: Disaster Resilience Scorecard for Cities](#)

UNDRR, UNHCR, 2024. [Mapping Human Mobility in National and Regional Disaster Risk Reduction Strategies and Related Instruments](#)

Special Rapporteur on the Human Rights of Internally Displaced Persons, 2024. [Planned Relocations of People in the Context of the Adverse Effects of Climate Change and Disasters](#)

UNHCR, 2022. [Climate Change, Displacement and Human Rights](#)

UNHCR, 2020. [Legal Considerations Regarding Claims for International Protection Made in the Context of the Adverse Effects of Climate Change and Disasters](#)

UNSG, 2022. [Secretary-General's Action Agenda on Internal Displacement](#)



## ABOUT THE PLATFORM ON DISASTER DISPLACEMENT (PDD)

The Platform on Disaster Displacement (PDD) is a State-led initiative. Its objective is to support States and other stakeholders to strengthen the protection of persons displaced in the context of disasters and the adverse effects of climate change, and to prevent or reduce disaster displacement risks in countries of origin. Kenya currently chairs the PDD and will hand over the Chairmanship to Costa Rica in July 2025. The PDD works across human mobility, DRR, climate change, humanitarian, development, human rights and other policy areas to support States and other stakeholders in implementing the **Nansen Initiative Protection Agenda**, which was endorsed by more than 100 governmental delegations during a Global Consultation in October 2015. In 2025, the PDD commemorates 10 years since the endorsement of the Nansen Initiative Protection Agenda.

The **PDD Strategy 2024 – 2030** includes a whole set of activities focusing on DRR and the reduction of displacement risks at the international and regional levels. Its Strategic Priorities are to (i) enhance the implementation of measures to protect cross-border disaster-displaced persons; (ii) enhance the management of the risk of disaster displacement in climate action, disaster risk reduction and sustainable development; (iii) enhance public policies regarding planned relocation; and on internal disaster displacement and durable solutions.

The **PDD Steering Group** is comprised of the following members: Argentina, Australia, Bangladesh, Brazil, Canada, Costa Rica (Vice-Chair), Fiji, France, Germany, Kenya (Chair), Madagascar, the Maldives, Mexico, Morocco, Norway, the Philippines, Senegal, Switzerland and the European Union. The International Organization for Migration (IOM) and the Office of the United Nations High Commissioner for Refugees (UNHCR) are standing invitees. The United Nations Office for Project Services (UNOPS) is a member ex officio, hosting the PDD Secretariat.

The **PDD Advisory Committee** gathers experts from international and regional organizations, research institutions, academia, private sector, NGOs and other stakeholders from the fields of humanitarian assistance and protection, human rights, migration governance, refugee protection, disaster risk reduction, climate change action and sustainable development.





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